



Executive Summary
of the
Five-Year Strategic Plan
2005-2009



CITY OF LINCOLN
N E B R A S K A

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What is the *Five-Year Strategic Plan*?

The *Five-Year Strategic Plan* is a unified, comprehensive vision for community development in Lincoln, Nebraska. It serves as a tool to coordinate economic, physical, environmental, community, and human development activities for five years, starting September 1, 2005 and ending August 31, 2010.

The *Strategic Plan* exists largely because of U.S. Department of Housing and Urban Development (HUD) requirements. Because the City of Lincoln receives funding from HUD, the City is required to have a *Consolidated Plan*, one part of which is the *Five-Year Strategic Plan*.

The goals in the *Strategic Plan* match the overall mission of HUD's Community Planning and Development Programs: Community Development Block Grants (CDBG), HOME Investment Partnerships (HOME), and the American Dream Downpayment Initiative (ADDI). HUD's programs have three major statutory goals:

Provide decent housing by:

- ♦ Assisting homeless persons with emergency shelter and affordable housing, both transitional and permanent;
- ♦ Preserving the existing housing stock;
- ♦ Retaining the affordable housing stock;
- ♦ Increasing the availability of permanent housing that is affordable to low-income persons without discrimination; and
- ♦ Increasing supportive housing that includes structural features and services to enable persons with special needs to live in dignity.

The *Consolidated Plan* includes:

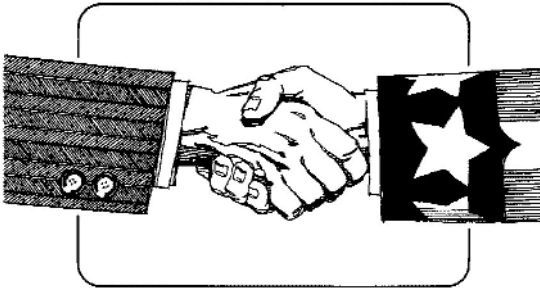
- ♦ ***Five-Year Strategic Plan***
- ♦ ***Annual One-Year Action Plans***
- ♦ Any ***Substantial Amendments*** to the *One-Year Action Plans* or the *Five-Year Strategic Plan*, and
- ♦ ***Consolidated Annual Performance and Evaluation Reports (CAPER)***

Provide a suitable living environment by:

- ♦ Improving the safety and livability of neighborhoods;
- ♦ Increasing access to quality facilities and services;
- ♦ Reducing the isolation of income groups within areas by deconcentrating housing opportunities and revitalizing deteriorating neighborhoods;
- ♦ Restoring and preserving natural and physical features of special value for historic, architectural, or aesthetic reasons; and
- ♦ Conserving energy resources.

Expand economic opportunities by:

- ♦ Creating jobs accessible to low- and very low-income persons;
- ♦ Providing access to credit for community development that promotes long-term economic and social viability;
- ♦ Providing low-income persons with skills to improve their employability;
- ♦ Empowering low-income persons to achieve self-sufficiency; and



- ♦ Providing supportive or service-enriched housing to enable families to work toward self-sufficiency.

The lead agency for Lincoln's community development activities is the City's **Urban Development Department**. Other agencies responsible for administering the programs outlined in the *Strategic Plan* include: **NeighborWorks®Lincoln**, the **Lincoln Housing Authority**, the **League of Human Dignity**, the **Homeless Coalition**, **Lincoln's Continuum of Care**, and **Community Development Resources of Lincoln**.

How was this *Five-Year Strategic Plan* developed?

First, a strong groundwork of community participation was laid. In addition to the normal, ongoing assistance from the City's Community Development Task Force (CDTF, see page 19), comments and advice were actively sought from individual citizens, organizations, and agencies. Two private consultants were hired to help do this:

- ♦ Olsson Associates conducted focus group discussions, interviews with key stakehold-

ers, and a "Kids and Cameras" project designed to learn about the opinions and wishes of elementary and middle school children from low- and moderate-income neighborhoods.

- ♦ The University of Nebraska, Lincoln-Gallup Research Center conducted a mail survey of residents in the low- and moderate-income areas of the city concerning community needs and strengths. The 54% survey response rate made the survey very credible.

In addition, Urban Development consulted with staff from numerous agencies and organizations (see page 21), including private and public local human services agencies that serve children, the elderly, people with disabilities, and the homeless. The public, agencies, and organizations provided data, described needs, and projected future circumstances.

What needs/obstacles were identified? And what actions were developed to address the needs?

After input from citizens, organizations, and agencies, actions were developed to move toward meeting the needs and overcoming the obstacles that were identified. The list of needs and actions is extensive and can be better grasped by breaking it down into the following categories: housing, homelessness, community development, and economic development.

As you read through the needs and actions, you may notice that some of the actions are included under more than one need. In those cases, the action serves to address some aspect of each need with which it is included.

HOUSING

The concentration of economic, social, and housing problems in the *Neighborhood Revitalization Strategy Area (NRSA)* and *Low- to Moderate-Income (LMI)* area (see map on page 22).

- ◆ Provide a range of financial and technical resources to rehabilitate the existing owner-occupied housing stock, using programs such as PRIDE (Promote Residential Improvement Design and Enhancement), DPL (Direct or Deferred Program Loan), and HILP (Home Improvement Loan Program).
- ◆ Continue to provide additional financial incentives to first-time homebuyers who buy and rehabilitate houses in the NRSA and LMI through the First Home Program.
- ◆ Continue to use housing staff, certified in lead-based paint procedures, to inform and educate housing clients, non-profit agencies, and the private sector housing industry about the dangers of lead-based paint.
- ◆ Increase awareness of the financial and technical resources available for household hazard mitigation including the remediation of the lead-based paint, mold, etc.
- ◆ Continue to participate on boards and committees of local organizations (public, private, and non-profit) to share fair and affordable housing information.



Deteriorated and insufficient infrastructure (i.e. roads, sidewalks, lighting, commercial buildings, housing units) in the NRSA and LMI area.

- ◆ Provide a range of financial and technical resources to rehabilitate the existing owner-occupied housing stock such as PRIDE, DPL, and HILP Programs.
- ◆ Provide a range of financial and technical resources to rehabilitate the existing renter-occupied housing stock with emphasis on the NRSA and low-income areas using Urban Development's HDLP (Housing Development Loan Program) in conjunction with tax credits for special needs and elderly housing projects.
- ◆ Partner with various non-profit housing organizations to increase pride in the neighborhood and increase awareness of financial resources.

- ♦ Allow the market trend to encourage the deconversion of rental properties in older neighborhoods through sales to owner-occupied buyers.

Insufficient private investment in the NRSA and LMI areas.

- ♦ Develop a task force to explore the use of innovative means to encourage the preservation of existing affordable housing, including a housing rehabilitation sub-code, tax credits, tax abatement, land banking, public/private partnerships, etc., and recommend those means to the Mayor and City Council.
- ♦ Leverage the housing program funds to encourage private investment.
- ♦ Allow the market trend to encourage the deconversion of rental properties in older neighborhoods through sales to owner-occupied buyers.
- ♦ Market the LMI area as an attractive place to live through the "Heart of Lincoln" Project.

Lack of information or knowledge about supportive programs, social services, and financial assistance.

- ♦ Create a referral network through partnerships with other agencies by establishing the BRIDGE (Bridging Referral and Information Demand Gaps) Program. Educate Urban Development staff about other agencies, improve Urban Development's referral network, and provide clients and potential clients with information and technical assistance to sustain and improve their household status.

- ♦ Continue to offer the Housing Rehabilitation Specialists' technical assistance to potential clients, advising them of cost effective ways to address housing improvement needs.
- ♦ Continue to participate on boards and committees of local organizations (public, private, and non-profit) to share information about transitional, fair, and affordable housing.
- ♦ Continue to implement and update the "Minority Marketing Plan" for Urban Development programs.
- ♦ Provide technical and financial resources to prevent emergency situations and maintain household stability of renter and owner households through the BRIDGE Program and financial fitness training.

Communications and other barriers due to language and cultural differences of new subpopulations.

- ♦ Provide a range of technical resources, including housing program brochures and training from Urban Development, NeighborWorks®Lincoln, Lincoln Action Program, and other City departments, in languages including, but not limited to, English, Spanish, Vietnamese, Russian, Arabic, and Neur.
- ♦ Continue to access the specific skills of Urban Development's bilingual staff members and bilingual staff members of other agencies when language barriers are an issue.
- ♦ Explore and implement innovative means to increase homebuying opportunities for immigrants, refugees, persons who are racial and/or ethnic minorities, and other underserved persons.

- ♦ Continue to implement and update the "Minority Marketing Plan" for Urban Development programs.

Perception that some areas of Lincoln are high crime areas.

- ♦ Market the NRSA as an attractive and affordable place to live by continuing the "Heart of Lincoln" Project to promote homeownership in older neighborhoods.
- ♦ Promote the stability and revitalization of low-income, older neighborhoods by strengthening coordination between Urban Development Divisions and other City departments when undertaking activities that incorporate housing and homeownership goals, such as the "Free to Grow" Project, the Antelope Valley Project, Focus Area programs, and the Troubled Property Programs.

Income or the ability of a household to pay for housing.

- ♦ Provide financial assistance to enable first-time homebuyers to purchase homes through the First Home Program and continue to partner with and leverage funds for additional homebuyer programs of other agencies, including NIFA, Lincoln Action Program, and the Lincoln Housing Authority.
- ♦ Provide financial skills training for renters not yet ready for homeownership.
- ♦ Support affordable rental housing through the Housing Development Loan Program and leverage funds from other rental housing providers.



- ♦ Assist in maintaining rental subsidies for low-income renters through the Lincoln Housing Authority's security deposit assistance.
- ♦ Continue to implement and update the "Minority Marketing Plan" for Urban Development programs.
- ♦ Increase the number of new private sector jobs that: 1) are quality full-time positions and 2) are available to low- and moderate-income persons, by providing direct financial assistance to "primary employers" that will create and/or retain quality jobs which pay a living wage for low- and moderate-income residents.
- ♦ Increase the City's overall economic development capacity by partnering with other agencies and organizations.
- ♦ Provide direct financial assistance and technical assistance to micro-enterprises and other small businesses created by low- and moderate-income entrepreneurs.
- ♦ Connect unemployed and underemployed low- and moderate-income persons with the labor force demands of the private sector.

- ♦ Increase job readiness and employability of low- and moderate-income persons, including youth.
- ♦ Through the Community Services Initiative (CSI), continue to work to meet basic needs and increase economic self-sufficiency for homeless and near homeless families and individuals.

Lack of funds, especially within the City budget and possible decrease/elimination of CDBG funds in future Federal Government budgets.

- ♦ This is beyond Urban Development's ability to address.

Discrimination in housing and employment.

- ♦ Provide continuing education on housing-related rights and responsibilities for housing industry professionals, City staff, special needs populations, clients, and the general public.
- ♦ Continue to work with the media to provide positive examples of affordable housing as experienced by households in protected classes and "best practices" examples of affordable housing programs and developments.



- ♦ Ensure City staff and elected officials receive or have received training in both fair housing law and the benefits of equal access to affordable housing.
- ♦ Partner with enforcement agencies, fair housing advocates, and lenders to curb predatory lending practices through the support of appropriate legislation and/or providing continuing education.
- ♦ Comply with HUD fair housing requirements by maintaining substantial equivalency and monitoring program compliance.

Household consumer problems, including the lack of budgeting and financial skills, history of living beyond their means, and poor credit and rental histories.

- ♦ Develop and enhance existing financial education programs for renters not yet ready to become first-time homebuyers and existing low-income homeowners by providing technical support to NeighborWorks® Lincoln, Lincoln Action Program, the REALTORS® Association of Lincoln, local banks, and others in the development, enhancement, and provision of basic financial skills training programs.
- ♦ Implement the BRIDGE Program.
- ♦ Continue to fund homebuyer training.

The cost of housing, land, and developer costs, including land prices, infrastructure, development costs, and fees.

- ♦ Create new affordable homeownership opportunities throughout the City by building affordable homes on infill lots, in Antelope Valley, and in new developments.

- ♦ Substantially rehabilitate dilapidated units in partnership with NeighborWorks®Lincoln through their Troubled Property Program and First Home Program and with Nebraska Housing Resource, Inc. through the Housing Development Loan Program.

Not-In-My-Back Yard (or NIMBY) attitudes toward affordable housing, including special needs housing, multi-family developments, manufactured homes, and public housing.

- ♦ Encourage providers of affordable housing and special needs housing to work with neighborhood associations before and during the process of obtaining permits.
- ♦ Continue to participate on boards and committees of local organizations (public, private, and non-profit) to share information about transitional, fair, and affordable housing.
- ♦ Provide "best practices" examples and design standards as models of affordable housing and special needs housing redevelopment projects that Urban Development wants to see in Lincoln.
- ♦ Continue to work with the media to provide positive examples of affordable housing as experienced by households in protected classes and "best practices" examples of affordable housing programs and developments.

Local regulations (such as zoning, subdivision regulations, and building codes) and other policies (property tax, tax assessment policy, and development fees) which can limit the development or redevelopment of affordable housing or add additional costs.



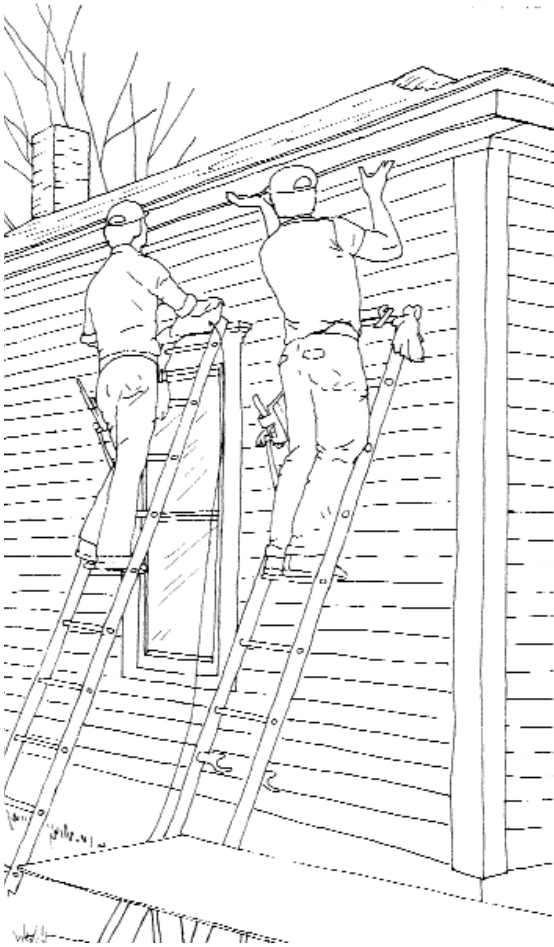
- ♦ Ensure City staff and elected officials receive or have received training in both fair housing law and the benefits of equal access to affordable housing.
- ♦ Conduct a review of the existing zoning ordinance, *Comprehensive Plan*, and other regulations to identify and develop procedures for removing regulatory barriers to affordable and fair housing.

The lack of local incentives to build and support affordable housing.

- ♦ Develop a task force to explore the use of innovative means to encourage the preservation of existing affordable housing.

Declining federal funds for housing vouchers through the Lincoln Housing Authority.

- ♦ Assist in maintaining rental subsidies for low-income renters through the Lincoln Housing Authority's security deposit assistance.



Federal program regulations, including different sets of regulations for various federal, state, and local programs (that at times contradict each other) and unfunded mandates.

- ♦ This is beyond Urban Development's ability to address.

The general lack of affordable rental housing for extremely low-income households and for households with persons with disabilities.

- ♦ Provide gap financing for developers to build affordable rental projects through the Housing Development Loan Program.
- ♦ Help maintain the long-term affordability of units under non-profit ownership and projects with expiring tax credits.
- ♦ Continue to fund the removal of physical and architectural barriers in existing rental housing through the Barrier Removal Program.

The lack of housing for sale for under \$100,000 which doesn't require substantial rehabilitation.

- ♦ Continue the First Home Program with downpayment and rehabilitation assistance with a zero percent interest loan (forgivable in the NRSA and half-forgivable within the LMI area).
- ♦ Improve the quality of housing in the affordable neighborhoods by continued participation in the "Free to Grow" Program.

The quality of owner and rental housing, particularly the older housing stock.

- ♦ Strengthen partnerships to improve housing as part of the overall redevelopment process in older neighborhoods.
- ♦ Continue to partner with Habitat for Humanity, the Lincoln Housing Authority, and other non-profit homebuilders to identify vacant infill lots for new construction projects.
- ♦ Continue to partner with neighborhood associations and other organizations to identify problem properties and Star Properties (as "best practices" examples).

- ♦ Provide a range of financial and technical resources to rehabilitate the existing owner-occupied housing stock such as PRIDE, DPL, and HILP Programs.
- ♦ Continue to support the "Free to Grow" team that addresses housing and safety issues in selected LMI areas.
- ♦ Continue the Tree Management and the Demolition of Secondary Structures Programs.
- ♦ Continue to work in identifying new focus areas and then work with neighborhood associations to develop Focus Area Plans.
- ♦ Continue efforts to report housing code violations.
- ♦ Monitor the effects of new student housing on the LMI neighborhoods.

Policies of private institutions, including insurance companies and lenders, which have led to increased housing costs and/or inability to obtain loans.

- ♦ Partner with enforcement agencies, fair housing advocates, and lenders to curb predatory lending practices through the support of appropriate legislation and/or providing continuing education.
- ♦ Provide continuing education on housing-related rights and responsibilities for housing industry professionals, City staff, special needs populations, clients, and the general public.
- ♦ Continue to work with the media to provide positive examples of affordable housing as experienced by households in protected classes and "best practices" examples of affordable housing programs and developments.

- ♦ Remain involved with the Antelope Valley Project which will remove approximately 800 residences and 200 businesses from the flood plain, eliminating the need for costly flood insurance that has increased the cost of housing in this low-income area.

Policies of landlords and property managers which limit the availability of housing for extremely low- and low-income households, large-family households, and for persons with mental, physical, and emotional disabilities.

- ♦ Continue to work with the media to provide positive examples of affordable housing as experienced by households in protected classes and "best practices" examples of affordable housing programs and developments.
- ♦ Provide continuing education on housing-related rights and responsibilities for housing industry professionals, City staff, special needs populations, clients, and the general public.

HOMELESSNESS

Lack of an adequate number of case managers to assist people in reaching self-sufficiency.

- ♦ Goals of the Community Services Initiative (CSI) Basic and Emergency Needs/Self-Sufficiency Coalition, when reached, may increase funding for case managers who, in turn, will help people reach self-sufficiency.



Lack of an adequate supply of supportive housing beds serving populations at risk of becoming homeless and for those who will never be self-sufficient.

- ♦ Create permanent housing options for low-income persons with special needs, including those with disabilities and/or needs for supportive services by continuing to work with special needs providers in combination with other public/private resources to create new housing or rehabilitate existing housing for the special needs population.
- ♦ Help non-profits and for-profit developers construct new housing or facilities for the special needs and elderly populations by using the Housing Development Loan Program for gap financing.
- ♦ Include initiatives in **The Homeless Coalition: Lincoln's Continuum of Care** that provide an adequate supply of supportive housing beds.

Insufficient income for homeless or near homeless individuals and families to cover the cost of housing, food, health care, and other necessary living expenses.

- ♦ Increase the number of new private sector jobs that are: (1) quality full-time permanent positions and (2) available to low- and moderate-income persons through business development.
- ♦ Provide direct financial assistance to "primary employers" that will create and/or retain quality jobs which pay a living wage for low- and moderate-income residents.
- ♦ Connect unemployed and underemployed low- and moderate-income persons with the labor force demands of the private sector.
- ♦ Increase job readiness and employability of low- and moderate-income persons, including youth.

Domestic violence causing people to flee and become homeless.

- ♦ Sustain the availability of emergency housing and maintain support services for individuals and families experiencing domestic violence and in danger of becoming homeless.

Mental illness and/or substance abuse interferes with people's ability to obtain and retain housing.

- ♦ Maintain the availability of transitional housing and maintain support services for homeless individuals and families.
- ♦ Implement the Homeless Management Information System (HMIS) at emergency shelters.

- ♦ Expand addiction and dual diagnosis services to the chronically homeless.
- ♦ Increase outreach efforts and expand services to the chronically homeless.

People's resistance to help that could stabilize their housing situation.

- ♦ Maintain the availability of transitional housing and maintain support services for homeless individuals and families.
- ♦ Implement the Homeless Management Information System (HMIS) at emergency shelters.
- ♦ Expand addiction and dual diagnosis services to the chronically homeless.
- ♦ Increase outreach efforts and expand services to the chronically homeless.

The "safety net" or other parts of the "mainstream system" have failed.

- ♦ Strengthen and/or establish mechanisms, procedures, and institutions that improve and maintain efficiency of services to homeless and near homeless populations.
- ♦ Maximize access to mainstream resources.

Personal behaviors, bad credit, or poor landlord references interfere with people's ability to obtain and retain housing.

- ♦ Sustain the availability of emergency housing and maintain support services for homeless individuals and families.
- ♦ Sustain and improve prevention efforts to individuals and families who are at risk of becoming homeless.

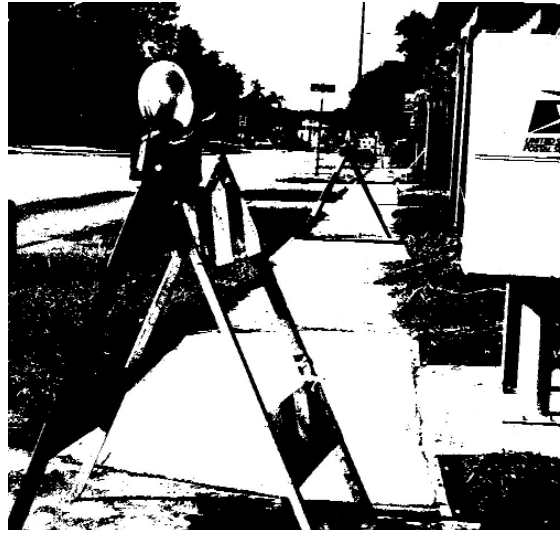
COMMUNITY DEVELOPMENT

The concentration of economic, social, and housing problems in the Neighborhood Revitalization Strategy Area (NRSA) and Low- to Moderate-Income (LMI) area.

- ♦ Work with the Lincoln Electric System (LES) to identify lighting needs in the low- to moderate-income areas.
- ♦ Support and assist low- to moderate-income neighborhood groups with annual clean-up of overgrown shrubs, trees, and bushes that pose safety problems.
- ♦ Implement public improvement projects identified in Focus Area Plans.
- ♦ Continue to identify new focus areas, and work with the neighborhood associations to develop Focus Area Plans.
- ♦ Continue support for the creation of an ordinance prohibiting couches on porches.



- ♦ Continue to support efforts to make garbage collection mandatory.
- ♦ Continue efforts to report housing code violations.
- ♦ Implement a funded program to assist with park improvements in the LMI neighborhoods.
- ♦ Continue to support the "Free to Grow" team that addresses safety issues - housing, health, and security - in selected LMI areas through community involvement with enforcement staff.
- ♦ Support revisions to commercial zoning districts in the LMI neighborhoods (typically B-1 and B-3).
- ♦ Support a commercial quality of life ordinance.
- ♦ Explore incentives to reduce residential density in older neighborhoods, including tax incentives to deconvert multiple unit dwellings and increase homeownership and private investment.
- ♦ Assist, where feasible, in the relocation of commercial/industrial facilities located in older residential areas that create a land use conflict.
- ♦ Implement redevelopment projects in the Antelope Valley area to increase economic investment and reinvestment.
- ♦ Implement projects identified in the Downtown Master Plan.
- ♦ Determine priority reinvestment areas and improvement strategies for those areas which may include redevelopment opportunities and streetscape projects.
- ♦ Continue implementation of redevelopment plans, including North 27th Street, Havelock, University Place, and Downtown.



Deteriorated and insufficient infrastructure (i.e. roads, sidewalks, lighting, commercial buildings, housing units) in the NRSA and LMI area.

- ♦ Work with LES to identify lighting needs in the LMI areas.
- ♦ Continue the Tree Management and Demolition of Secondary Structures Programs.
- ♦ Explore options to address parking concerns in the LMI neighborhoods.
- ♦ Work with the City Public Works Department to ensure needed infrastructure improvements are made in the LMI neighborhoods.
- ♦ Support a commercial quality of life ordinance.
- ♦ Implement a funded program to assist with park improvements in the LMI neighborhoods.
- ♦ Implement redevelopment projects identified in the Downtown Master Plan.

- ♦ Determine priority commercial reinvestment areas and improvement strategies for those areas.
- ♦ Continue implementation of redevelopment plans including North 27th Street, Havelock, University Place, and Downtown.
- ♦ Provide construction financing and design assistance for the rehabilitation of older commercial buildings located in blighted areas.

Insufficient private investment in the NRSA and LMI areas.

- ♦ Continue to fund the "Heart of Lincoln" Project.
- ♦ Market the LMI area as an attractive place to live through the "Heart of Lincoln" Project.
- ♦ Implement Antelope Valley Redevelopment Projects that will spur private redevelopment and economic investment.
- ♦ Continue the Focus Area concept -- projects create visible changes in the short-term that encourage private investment.
- ♦ Implement projects identified in the Downtown Master Plan.
- ♦ Determine priority commercial reinvestment areas and improvement strategies for those areas which may include redevelopment opportunities and streetscape projects.
- ♦ Continue implementation of redevelopment plans for North 27th Street, Havelock, University Place, and Downtown. Public investment in these areas and public/private partnerships will result in increased private investment.

- ♦ Implement a funded program to assist with park improvements in the LMI neighborhoods.

Incompatible land uses.

- ♦ Support strategies for flood plain management, including Salt Creek, Antelope Valley, and Dead Man's Run.
- ♦ Explore options to address parking concerns in the LMI neighborhoods.
- ♦ Support revisions to commercial zoning districts in LMI neighborhoods (typically B-1 and B-3).
- ♦ Support a commercial quality of life ordinance.
- ♦ Explore incentives to reduce residential density in older neighborhoods, including tax incentives to deconvert multiple unit dwellings and increase homeownership and private investment.
- ♦ Assist in the relocation of commercial/industrial facilities located in older residential areas that create a land use conflict.
- ♦ Support redevelopment in the Antelope Valley area that addresses incompatible land uses. The Redevelopment Plan includes projects aimed at reducing land use conflicts.

Insufficient public transportation.

- ♦ Continue Urban Development staff's leadership in the Basic and Emergency Needs/Self-Sufficiency Coalition for the Community Services Initiatives (CSI). The Coalition has identified transportation as a basic need and defined it as the ability to access transportation to and from daily destinations necessary for meeting person-



al needs. The Coalition will study public transportation issues within this context and develop recommendations.

Lack of information or knowledge about supportive programs, social services, and financial assistance.

- ♦ Continue to participate on boards and committees of local organizations (public, private, and non-profit) to share information about transitional, fair, and affordable housing.
- ♦ Continue to implement and update the "Minority Marketing Plan" for Urban Development Programs.
- ♦ Support agencies involved in the CSI Basic and Emergency Needs/Self-Sufficiency Coalition in continuing to get the word out about their programs and services.

Communications and other barriers due to language and cultural differences of new subpopulations.

- ♦ Provide a range of technical resources, including housing program brochures and training from Urban Development, NeighborWorks®Lincoln, Lincoln Action

Program, and other City Departments, in languages including, but not limited to, English, Spanish, Vietnamese, Russian, Arabic, and Neur.

- ♦ Continue to access the specific skills of Urban Development's bilingual staff members and bilingual staff members of other agencies when language barriers are an issue.
- ♦ Continue to implement and update the "Minority Marketing Plan" for Urban Development Programs.
- ♦ Support Lincoln Literacy as a member of the CSI Basic and Emergency Needs/Self-Sufficiency Coalition in educating other service providers on the critical importance of literacy. That agency, on its own and working with CSI, will continue to develop strategies to address this obstacle.
- ♦ Provide opportunities for leadership training to enable and encourage neighborhood residents to assume a greater role in building their neighborhood, impacting public policy, and becoming involved in the entire community.

Perception that some areas of Lincoln are high crime areas.

- ♦ Market the NRSA as an attractive and affordable place to live by continuing to fund the "Heart of Lincoln" Project to promote homeownership in older neighborhoods.
- ♦ Promote the stability and revitalization of low-income, older neighborhoods by strengthening coordination between Urban Development Divisions and other City Departments when undertaking activities that incorporate housing and homeowner-

ship goals, such as the "Free to Grow" Project, the Antelope Valley Project, Focus Area Programs, and the Troubled Property Programs.

- ♦ Work with the Lincoln Electric System (LES) to identify lighting needs in LMI areas.
- ♦ Support and assist LMI neighborhood groups to complete annual clean-up of overgrown shrubs, trees, and bushes that pose safety problems.
- ♦ Continue to support the "Free to Grow" team that addresses safety issues in selected LMI areas.
- ♦ Implement public improvement projects identified in Focus Area Plans for designated neighborhood revitalization areas located in the LMI neighborhoods.
- ♦ Continue to identify new focus areas and work with neighborhood associations to develop Focus Area Plans.
- ♦ Implement a funded program to assist with park improvements in the LMI neighborhoods.
- ♦ Support the creation of an ordinance prohibiting couches on porches.
- ♦ Support efforts to make garbage collection mandatory.
- ♦ Continue efforts to report housing code violations.
- ♦ Monitor the effects of new student housing on the LMI neighborhoods.
- ♦ Continue to fund the "Heart of Lincoln" Project.
- ♦ Work with the City Public Works Department to ensure infrastructure improvements are made, as needed, in the LMI neighborhoods.



- ♦ Support strategies for flood plain management, including Salt Creek, Antelope Valley, and Dead Man's Run.
- ♦ Explore options to address parking concerns in the LMI neighborhoods.
- ♦ Support revisions to commercial zoning districts in the LMI neighborhoods (typically B-1 and B-3).
- ♦ Support a commercial quality of life ordinance.
- ♦ Explore incentives to reduce residential density in older neighborhoods, including tax incentives to deconvert multiple dwellings and increase homeownership and private investment.
- ♦ Assist in relocation of commercial and industrial facilities located in older residential areas that create a land use conflict.
- ♦ Support redevelopment in Antelope Valley that eliminates blight and substandard conditions through public and private investment. Such improvements will help eliminate the misperception that it is a high crime area.

ECONOMIC DEVELOPMENT

Insufficient private investment in the NRSA and LMI areas.

- ♦ Use public reinvestment to increase the number of new private sector jobs that are: 1) quality full-time permanent positions and 2) are available to low- to moderate-income persons. Public reinvestment has been demonstrated to increase private investment.
- ♦ Increase the City's overall economic development capacity by working with partnering agencies and organizations.
- ♦ Provide construction financing and design assistance for the rehabilitation of older commercial buildings located in blighted areas.
- ♦ Provide financial and technical assistance to retail and service businesses located in low- and moderate-income neighborhoods which will provide needed goods and services to neighborhood residents.

Lack of high paying, permanent full-time jobs with benefits.

- ♦ Increase the number of new private sector jobs that are: 1) quality full-time permanent positions and 2) are available to low- and moderate-income persons.
- ♦ Provide direct financial assistance to "primary employers" that will create and/or retain quality jobs which pay a living wage for low- and moderate-income residents.
- ♦ Increase the City's overall economic development capacity by working with partnering agencies and organizations.



- ♦ Provide direct financial assistance and technical assistance to micro-enterprises and other small businesses created by low- and moderate-income entrepreneurs.
- ♦ Through Workforce Development, connect unemployed and underemployed low- and moderate-income persons with labor force demands of the private sector by increasing job readiness and employability of low- and moderate-income persons, including youth.

Insufficient affordable education, skill-building, and training opportunities.

- ♦ Increase the number of new private sector jobs that are: 1) quality full-time, permanent positions and 2) are available to low- and moderate-income persons.
- ♦ Provide direct financial assistance and technical assistance to micro-enterprises and other small businesses created by low- and moderate-income entrepreneurs.
- ♦ Through Workforce Development, connect unemployed and underemployed low- and moderate-income persons with labor force demands of the private sector by increasing job readiness and employability of low- and moderate-income persons, including youth.

Lack of financing for business expansion.

- ♦ Increase the number of new private sector jobs that are: 1) quality full-time permanent positions and 2) are available to low- and moderate-income persons.
- ♦ Increase the City's overall economic development capacity by working with partnering agencies and organizations.
- ♦ Provide direct financial assistance and technical assistance to micro-enterprises and other small businesses created by low- and moderate-income entrepreneurs.

Lack of developable industrial land.

- ♦ Support the recommendations contained in the "Economic Development and Marketing Strategy" study prepared in 2003 by AngelouEconomics, Inc.

Negative perceptions by investors of underserved need areas.

- ♦ Strengthen and maintain the viability of the City's core neighborhoods through the enhancement and redevelopment of commercial areas located in low- to moderate-income and/or blighted areas.
- ♦ Provide financial and technical assistance to retail and service businesses located in low- and moderate-income neighborhoods which will provide needed goods and services to neighborhood residents.
- ♦ Implement Antelope Valley Redevelopment Projects.

That's an extensive list of actions. Can all of it be accomplished?

The short answer is no, at least not all at once. There are always more needs than funds. In fact, lack of funding is both an underlying cause of needs and an obstacle for meeting needs. This has and continues to be an issue for all funding levels and arenas – federal, state, and local; public and private; for-profit and non-profit. As a result, priorities had to be set.

How were priorities assigned?

Priorities for actions were based on:

- ♦ Information from the Affordable Housing Needs Analysis (AHNA),
- ♦ U.S. Census data,
- ♦ Citizen input garnered through the reports from Olsson Associates and the University of Nebraska, Lincoln-Gallup Research Center,
- ♦ Active involvement of the Community Development Task Force and its committees, and
- ♦ Consultations with service providers, funders, and other agencies and organizations.

Where geographic allocation of an activity was indicated, the Affordable Housing Needs Analysis (AHNA), the city's low- and moderate-income (LMI) areas and Neighborhood Revitalization Strategy Area (NRSA) boundaries were used as criteria. [See map on page 22.]

Housing

Currently, the Lincoln Housing Authority has funds to support rental subsidies and provide rental housing units for the highest priority, most needy populations, including:

- ♦ Low-income special needs populations (physically disabled, seriously mentally ill, refugees and immigrants) and
- ♦ Extremely low- and very-low income renters.

As long as LHA continues to be able to address the high priority rental needs, the Urban Development Department will target the majority of the federal funds under its oversight toward high priority extremely low-income elderly homeowners and medium priority low- to moderate-income households.

According to the *Affordable Housing Needs Analysis*, five key areas need to be supported with federal funds, including: (1) owner-occupied housing (maintenance and construction), (2) homebuyer subsidies, (3) renter-occupied housing (maintenance and construction), (4) rental subsidies, and (5) special needs housing (maintenance, construction, and supportive services).

Homeless

Data from the annual "Point-In-Time" count, the analysis that was part of Supportive Housing Program grant application, HMIS information, and other sources identified the following high priority needs for homeless individuals and families:

- ♦ Continued availability of emergency housing and support services, and
- ♦ Continued availability of transitional housing and support services.

The chronically homeless are another very

high priority. The Homeless Coalition: Lincoln's Continuum of Care has begun developing a plan to end chronic homelessness in Lincoln by 2012. The plan will include action steps in three categories: data collection, permanent supportive housing needs analysis, and optimization the current delivery system.

Community Development

After analysis of information gained through public involvement, U.S. Census data, and other sources, the highest community development priorities included: neighborhood safety, focused neighborhood improvement areas, improvement of neighborhood parks, improvements to old, over-taxed infrastructure systems, and resolution of land use conflicts.

Economic Development

There are three high priorities: (1) business development that produces quality jobs that are available for low-income people, (2) redevelopment of commercial areas located in low- and moderate-income neighborhoods, and (3) development of the workforce by connecting unemployed and underemployed people with current employment needs.



What projects or programs will be used to carry out these priorities?

The chart on page 23 lists the projects and programs that the Urban Development Department will use to work toward meeting the priority needs. In addition to these projects, Urban Development will be carrying out other activities, including:

- ♦ Fiscal management and program monitoring of CDBG, HOME, and ADDI federal funds in accordance with their respective regulations,
- ♦ Technical support and information for neighborhoods, agencies, and individuals,
- ♦ Coordination and partnering with other agencies, organizations, and City departments,
- ♦ Research, planning and report preparation,
- ♦ Administration of the housing and economic development programs, and
- ♦ Plan implementation for Focus Areas and redevelopment areas.

While these activities are difficult to measure or quantify, they are no less vital to the implementation of the *Consolidated Plan*.

Can an individual citizen still shape *Strategic Plan* actions?

Yes, indeed! The *Five-Year Strategic Plan* isn't static -- done once and set in stone for five



years. It is an on-going process with opportunities to adjust, modify and grow with each year. For more information on how to get involved, review the *Citizen Participation Guide* – available on the Urban Development Website (www.lincoln.ne.gov, keyword: urban) or in hard copy by calling (402) 441-7606.

Because CDBG, HOME, and ADDI funds are targeted by law to primarily benefit lower-income people, genuine involvement by lower-income people and neighborhoods is strongly welcomed and encouraged. That includes involvement at all stages of the *Plan* process: identifying needs, setting priorities among the needs, deciding how much money should be allocated to each high-priority need, suggesting types of programs to meet high-priority needs, and overseeing how programs are carried out.

One of the key, on-going sources of citizen input is from members of the Community Development Task Force (CDTF). The CDTF is a 25-member citizen advisory group appointed by the Mayor. Membership of the CDTF is primarily drawn from neighborhoods

in the City's low- and moderate-income areas, with additional representation from the business, lending, and minority communities, and the community at-large.

Three CDTF standing committees, working with Urban Development Department staff, plan annual activities based on the *Five-Year Strategic Plan*. Each committee reviews, evaluates, and provides recommendations to the CDTF as a whole.

- ♦ The Housing Committee deals with CDBG and HOME housing programs, including housing rehabilitation, homeownership, multi-family projects (new construction), and target areas.
- ♦ The Community Services Committee works with applications for both Emergency Shelter Grant funds and community services/facilities funds.
- ♦ The Community Revitalization Committee is focused on neighborhood and community revitalization policy, plans, and projects.

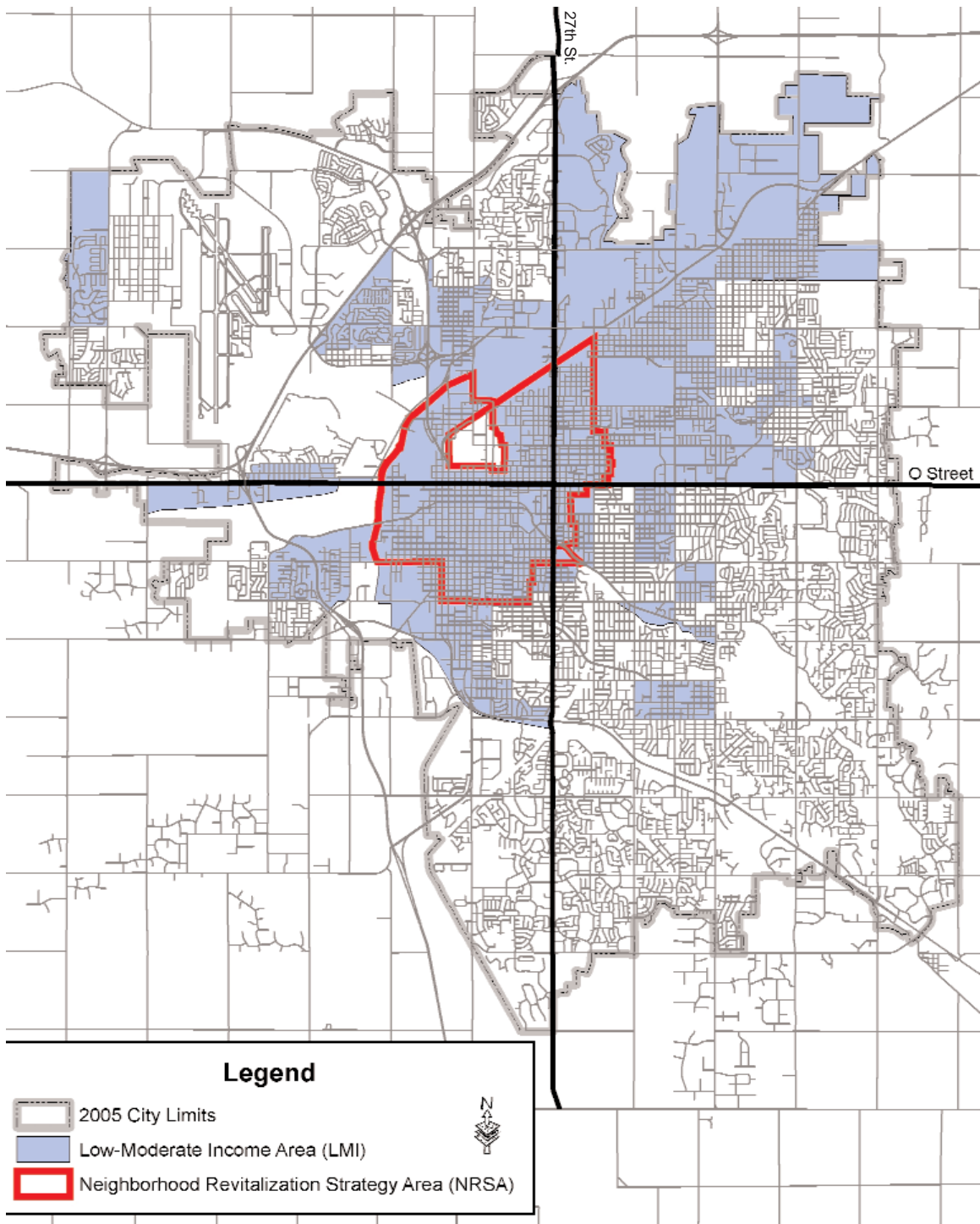
The *Citizen Participation Plan* includes other ways to be involved, as well as a calendar that shows when your input can have the most impact. In addition, Urban Development Department staff is always available to help answer questions and listen to concerns.

Urban Development Department staff can be contacted at:

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Agencies and Organizations Consulted **for the Five-Year Strategic Plan**

Antelope Park Neighborhood Association	Hanna:Keelan	MidAmerican Home Services Mortgage
Architectural Alliance	Home Builders Association of Lincoln	Midwest Equity Group
Asian Center	HOME Real Estate	Nebraska Department of Health and Human Services
Assistive Technology Partnership	HUD	Nebraska Department of Labor
Brighton Construction	Indian Center	Nebraska Equal Opportunity Commission
Catholic Social Services	Interfaith Housing Coalition	Nebraska Housing Resource, Inc.
Cattle National Bank	League of Human Dignity	Nebraska Investment Finance Authority
Cedar's Youth Services	Lincoln Action Program	NeighborWorks®Lincoln
CenterStar Consulting	Lincoln Area Agency on Aging	People's City Mission
Century Sales and Management Company	Lincoln Building and Safety Department	Personalized Mortgages
City-County Human Services Department	Lincoln Chamber of Commerce	Rape-Spouse Abuse Crisis Center
Community Development Resources	Lincoln City Council Representatives	Real Estate Owners and Managers Association
Community Learning Centers	Lincoln City Libraries	REALTORS® Association of Lincoln
Community Mental Health Center	Lincoln Commission on Human Rights	Remodelers Council
Homeless Coalition: Lincoln's Continuum of Care Committee	Lincoln Department on Aging	Statewide Independent Living Council
Cornhusker Bank	Lincoln Housing Authority	TierOne Bank
Department of Health & Human Services	Lincoln Interfaith Council	United Way of Lincoln and Lancaster County
Downtown Lincoln Association	Lincoln Parks and Recreation	University of Nebraska Public Policy Center
East Campus Community Organization	Lincoln Planning Commission	University Press
Fair Housing Center (Omaha)	Lincoln Planning Department	US Bank
Fannie Mae	Lincoln Police Department	Volunteer Partners
Fresh Start	Lincoln Public Schools	Wells Fargo
Fulton Construction	Lincoln Public Works and Utilities Department	Woods Brothers Realty
Habitat for Humanity	Lincoln-Lancaster County Health Department	Woods Charitable Fund
	Malone Community Center	
	Marvin Investment Management	
	Matt Talbot Kitchen	
	Mercy Housing Midwest	



Projects/Programs & Five-Year Goals

Project/Program	Goal
Workforce Development: Increase job readiness and employability of low- and moderate-income persons, including youth.	606 persons
Commercial Building Façade Rehabilitation Assistance: Construction financing and design assistance for the rehabilitation of older commercial building façades located in blighted areas.	17 façades
Micro-Enterprise and Other Small Business Financial Assistance: Operational support for small business development loan program through Community Development Resource, a Certified Development Financial Institution.	159 businesses
Job Creation and/or Retention Financial Assistance: Direct financial assistance to "primary employers" that will create and/or retain jobs which pay a living wage for low- and moderate-income residents.	105 jobs
Park Improvements in LMI Neighborhoods: Park improvements in low- and moderate-income neighborhoods.	5 parks
South Street Streetscape: Design and construction of streetscape enhancements, benefitting the "blighted" commercial area and its surrounding residents.	9,291 people
Heart of Lincoln Project: Promotion of homeownership in older neighborhoods.	180,190 people
Public Improvements Identified in Focus Area Plans: Public improvements in focused revitalization areas within LMI neighborhoods.	31,105 people
Demolition of Secondary Structure Program: Grants to low-income homeowners for the removal of substandard and dangerous secondary buildings.	5 housing units
Tree Management Program: Grants to low-income homeowners and investor properties with low-income tenants for removal of dead and potentially dangerous trees.	20 housing units
Barrier Removal Program: Funding for League of Human Dignity grants for removal of architectural accessibility barriers for low- to moderate-income residents in owner-occupied and rental units.	90 housing units
Security Deposit Assistance: Funding for Lincoln Housing Authority grants to provide security deposit assistance for homeless or near homeless households.	315 households
Housing Development Loan Program - Acquisition: Funding to acquire vacant lots for infill construction of new affordable housing by Habitat for Humanity, Lincoln Housing Authority, and other non-profit builders.	90 households

Continued on next page...

Project/Program	Goal
Housing Development Loan Program - Rehabilitation: Funding to rehabilitate and maintain affordable housing for the special needs and very low-income populations, primarily for non-profits.	80 housing units
Emergency Repair Loan Program: Grants for low-income homeowners to help them sustain their homeownership status and reduce risks to their safety.	125 housing units
Troubled Property Program: Funding for substantial rehabilitation of dilapidated units by NeighborWorks®Lincoln.	10 households
First Time Homebuyer Training: Funding for financial and technical training by NeighborWorks®Lincoln and Lincoln Action Program (non-English training) of low-income households to enable them to purchase and maintain a home.	850 people
First Home Program: Downpayment and rehabilitation assistance with a deferred 0% loan that is forgivable within the NRSA, half-forgivable in the LMI area, and not forgivable outside the LMI area.	330 households
Home Improvement Loan Program: Funding, in cooperation with the Nebraska Investment Finance Authority and six private lenders, to provide 0% interest home improvement loans to low- and moderate-income homeowners.	250 housing units
Direct or Deferred Loan Program: Funding for low-income homeowners who are not eligible for conventional loans in the LMI area.	54 housing units + 30 households
PRIDE Program: Grants to low-income homeowners and investor properties with low-income tenants in 11 older neighborhoods.	500 housing units
Lead-Based Paint Mitigation: Grants to very low-, low- and moderate-income households to mitigate the hazards of lead-based paint.	75 housing units + 50 households